



 $\underset{\text{annual report}}{2009}$ 

# CLEAN WATER STATE REVOLVING FUND PROGRAMS



A stronger nation through cleaner water a stronger economy through sustainable investments







### **CWSRF** Program Highlights:

- \$74 BILLION IN CUMULATIVE ASSISTANCE PROVIDED¹
- 1.4 TO 2 MILLION JOBS CREATED SINCE 1988<sup>2</sup>
- 69 PERCENT OF ASSISTANCE GOES TO PROJECTS THAT PROTECT HUMAN HEALTH<sup>3</sup>
- OVER 130 MILLION PEOPLE LIVING IN MORE THAN 2,500 COMMUNITIES HAVE BENEFITED FROM THE CWSRF<sup>3</sup>
- AVERAGE SAVINGS OF 22 PERCENT OF TOTAL PROJECT COSTS FOR A 20-YEAR LOAN<sup>1</sup>
- FUND UTILIZATION RATE OF 96 PERCENT<sup>1</sup>
- 2.53 TIMES CUMULATIVE RETURN ON FEDERAL INVESTMENT<sup>1</sup>

<sup>&</sup>lt;sup>1</sup>EPA CWSRF National Information Management System

<sup>&</sup>lt;sup>2</sup>Calculated based on assistance provided to date. Source: Clean Water Council. June 2009. Sudden Impact: An Assessment of Short-Term Economic Impacts of Water and Wastewater Construction Projects in the United States. Available at: http://www.nuca.com/files/public/CWC\_Sudden\_Impact\_Report\_FINAL.pdf

<sup>3</sup>CWSRF Benefits Reporting System

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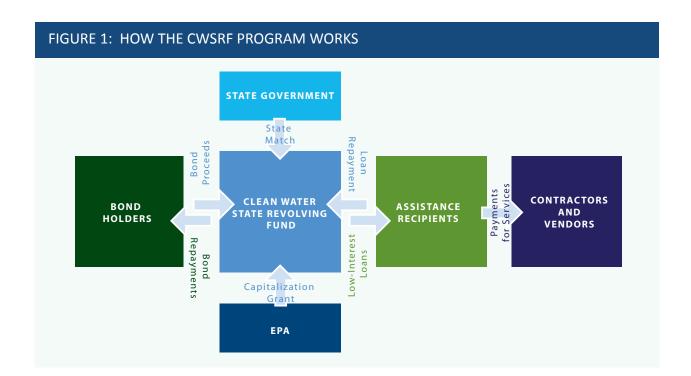
### The Clean Water State Revolving Fund: A Stronger Nation Through Cleaner Water, A Stronger Economy Through Sustainable Investments

Our nation has a long history of providing funding to protect and restore our local waterways. Since the mid-20<sup>th</sup> century, billions of dollars have been invested through federal construction grants and other programs for the construction of wastewater treatment facilities. In the 1980s, Congress reaffirmed its commitment to ensuring clean water for all Americans by authorizing the Clean Water State Revolving Fund (CWSRF) through the Clean Water Act Amendments of 1987. This groundbreaking program provides communities with low-cost funds for infrastructure construction and other activities to restore and protect our waterways. The unparalleled success of the CWSRF was further demonstrated in Congress's decision to appropriate \$4 billion to the CWSRF in the American Recovery and Reinvestment Act of 2009 (ARRA) in February. The ARRA funds, in addition to the CWSRF's base program financing, are helping to create and sustain thou-

sands of jobs and further improve the conditions of our waters for public health, recreation and wildlife.

Since the first project received CWSRF financing in 1988, the program has provided over \$74 billion in assistance for eligible wastewater infrastructure, nonpoint source and estuary projects. By the end of Fiscal Year (FY) 2009,4 states had entered into almost 24,700 assistance agreements. Because the CWSRF provides financing at below market interest rates, thousands of communities and other eligible entities have been able to upgrade and replace their wastewater treatment plants, correct combined and sanitary sewer overflows, and prevent contaminated runoff from entering waterways at a much lower cost than they would have incurred through conventional financing.

<sup>&</sup>lt;sup>4</sup> The 2009 Fiscal Year covers the period from July 1, 2008 through June 30, 2009.



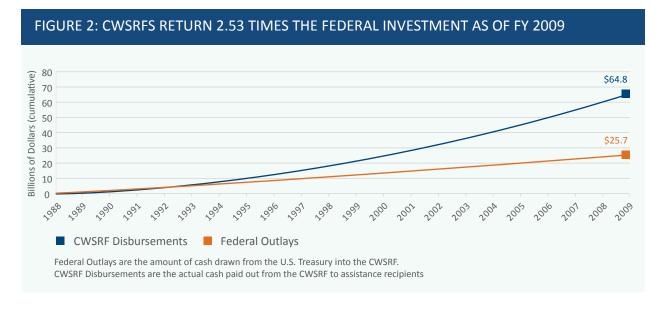
In FY 2009, the CWSRF had another stellar year of performance. Over \$5.2 billion in assistance was delivered through 1,971 assistance agreements. Two-thirds of the agreements were with communities with populations below 3,500. In addition, more than 10 percent of the funds went to hardship communities. Over 1,300 nonpoint source loans were funded with \$167.5 million.



Each year since 1988, the federal government has appropriated funds to EPA for the CWSRF program. These funds are distributed to states based on a formula set in the enabling legislation. Today, all 50 states and Puerto Rico have active CWSRF programs. For every dollar provided by the federal government, these 51 programs contribute 20 cents. Together, federal and state governments have capitalized the CWSRF with \$32.4 billion, not including the \$4 billion appropriated by Congress through the American Recovery and Reinvestment Act of 2009. Figure 1 illustrates how the CWSRF works.



States prioritize their funds based on their unique water quality needs. They provide financing to communities, homeowners, farmers and other eligible entities for wastewater treatment infrastructure, nonpoint source and estuary projects. CWSRF assistance has primarily been used to provide discounted loans and to purchase or refinance municipal debt obligations. Interest rates average approximately half of what these entities would obtain through banks or the municipal bond market. Over the past 22 years, the 51 CWSRF programs have been able to turn the \$32.4 billion of federal and state capitalization into \$73.6 billion in assistance for communities (not including ARRA).



Twenty-seven states further increase their financing ability by issuing bonds secured by their CWSRF resources. This makes additional funds available to finance more projects. These states have made an additional \$24 billion in financing available for projects to date.

Responsible fiscal management and the revolving nature of the CWSRF program have resulted in a remarkable return on federal investment. As of FY 2009, for every federal dollar invested, \$2.53 in CWSRF assistance has been disbursed to eligible wastewater and nonpoint source projects across the country (Figure 2).

# THE AMERICAN RECOVERY AND REINVESTMENT ACT

The American Recovery and Reinvestment Act of 2009 made a dramatic impact on CWSRF program operations in FY 2009, and will continue to do so through FY 2010. Signed by President Obama on February 17, 2009, ARRA provided \$4 billion in capitalization to the CWSRF in addition to the \$689 million that had already been appropriated for 2009. The Recovery Act's goal of preserving and creating jobs produced new challenges and opened up many new opportunities for the CWSRF.

In order to get the funds to communities as quickly as possible, Congress mandated that all of the money be under contract or construction within one year of enactment, with a goal of having at least half of the funds under contract within 120 days. In addition, at least 50 percent of the funds had to be provided in the form of additional subsidization. Congress also promoted "green" practices by requiring that 20 percent of the ARRA capitalization go towards four categories of green projects. Figure 3 outlines the primary requirements of the ARRA funds.

In addition to highlighting the financial accomplishments from the last year, this report features case studies that emphasize the states' ARRA successes through June 30, 2009. It also looks ahead towards FY 2010 and beyond, as ARRA implementation continues and higher capitalization grants and new Administration initiatives present new challenges and opportunities for the CWSRF programs.

#### FIGURE 3: ARRA REQUIREMENTS AT-A-GLANCE

- February 17, 2010: All ARRA funds must be under contract or construction.
- State Match: No state matching funds are required.
- Additional Subsidization: At least 50 percent of ARRA funds must be used to provide additional subsidization, such as grants, principal forgiveness or negative interest rate loans.
- Green Project Reserve: At least 20 percent of ARRA funds must be used for four types of projects –
  - (1) Green infrastructure,
  - (2) Water efficiency improvements,
  - (3) Energy efficiency improvements, and
  - (4) Environmentally innovative activities
- Buy American: All iron, steel and manufactured goods incorporated in projects that receive any ARRA funds must be made in the United States unless a waiver is received from EPA.
- Davis-Bacon Wage Rates: All laborers and mechanics working on projects funded in whole or in part by ARRA must be paid prevailing wages as determined by the U.S. Department of Labor.

The ARRA funds, in addition to the CWSRF's base program financing, are helping to create and sustain thousands of jobs.





# Implementing the American Recovery and Reinvestment Act

The American Recovery and Reinvestment Act of 2009 (ARRA) presented a unique challenge to federal and state governments. With over 20 years of successfully managing the CWSRF, states were able to hit the ground running. In fact, a number of states began reaching out to communities to identify "shovel-ready" projects several months before the stimulus package passed.

As the House of Representatives and the Senate passed their versions of the bills, EPA held online webcasts, meetings, and conference calls with state and Regional EPA CWSRF staff to discuss how potential provisions might be implemented. EPA acted quickly when the Recovery Act was passed and signed by the President on February 17, 2009. EPA published the final ARRA guidance less than two weeks later, on March 2, allowing states to begin implementing the provisions of ARRA with minimal delay.

Due to the significant amount of publicity in advance of the passage of the Recovery Act,

states received many more – sometimes more than ten times more – inquiries for funding than they typically receive in a year. In addition, state CWSRF staff reached out proactively to communities to inquire about potential ARRA projects. State employees worked through thousands of initial applications to prioritize the projects based on economic impact, financial need, environmental benefit and adherence to ARRA goals and requirements.

#### ADDITIONAL SUBSIDIZATION

ARRA included a number of provisions that were new to the CWSRF; the first being that at least 50 percent of a state's ARRA allotment was to be provided in the form of grants, principal forgiveness or negative interest rate loans. These options all have the effect of reducing the repayment amount or eliminating the project's CWSRF loan altogether. A number of states, including Illinois and California, had to pass emergency legislation to allow them to provide this type of financing.

States have taken different approaches to the additional subsidization provision. For example, Florida has limited additional subsidization to disadvantaged communities and Colorado has provided additional subsidization to all of its ARRA borrowers. The flexibility in the ARRA legislation and the states' long history of innovation allowed them to devise subsidization strategies that best met their communities' needs.

#### **GREEN PROJECT RESERVE**

The ARRA Green Project Reserve called for states to use 20 percent of their ARRA allotment for green infrastructure, water or energy efficiency improvements or other environmentally innovative activities. These four categories of projects are not new to CWSRF programs, and represent a subset of projects already eligible for funding under federal rules. EPA developed guidance for the Green Project Reserve in order to ensure proper implementation of this provision.

States are using the Green Project Reserve as an opportunity to reach out to additional borrowers and projects. Many states such as Maryland, California and South Carolina are making efforts to reach out to nonprofit environmental organizations that had never utilized CWSRF funds before. The Louisiana CWSRF program met with stakeholders including mayors, state representatives, the Louisiana Municipal Association and the Louisiana Police Jury Association to make them aware of the opportunities provided by ARRA funding. Iowa formed a variety of partnerships with entities such as county boards of health, soil and water conservation districts, conservation organizations and farm groups to get the word out about the availability of ARRA funds and to better coordinate funding efforts between local and state agencies.



#### DAVIS-BACON AND BUY AMERICAN

The Recovery Act also mandated the use of Davis-Bacon federal prevailing wage rates and American-made iron, steel and manufactured goods for all projects funded wholly or partially with ARRA funding.

These complex provisions pose a number of challenges to state and federal CWSRF staff in their efforts to ensure that they are implemented according to the law while minimizing the administrative burden on project sponsors. To help inform applicants, EPA and the states have begun conducting workshops where implementation of these provisions is a primary topic. Iowa held one of the first of such workshops in May 2009. States have been actively working to develop procedures, checklists and other guidance to help ensure that these provisions are being implemented correctly by both the assistance recipients and the state CWSRF program.

#### ARRA REPORTING

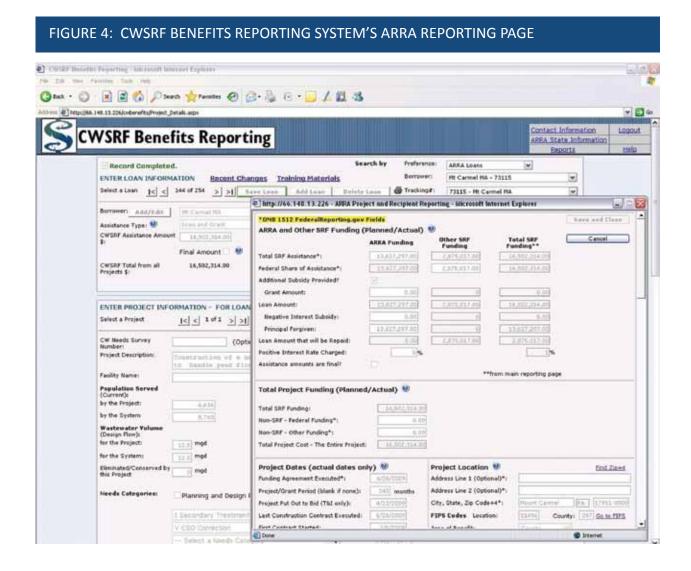
EPA, in close collaboration with the states, launched the CWSRF Benefits Reporting System (CBR) in 2005. This tool, which captures the projected water quality improvements associated with each CWSRF project, was quickly adopted by all state programs. CBR has also become the primary tool for collecting data on ARRA projects, including information on jobs created or retained, contracts awarded, con-

struction dates, Green Project Reserve components and additional subsidization.

EPA created an expanded section of CBR with all of the necessary ARRA reporting parameters, giving states a one-stop-shop for entering the environmental benefits data for their ARRA and base program projects as well as ARRA-specific data (Figure 4). The Office of Management and Budget (OMB) published its ARRA reporting guidance on June 22, and EPA was able to release the CBR ARRA reporting module approximately a week later. Using CBR, the CWSRF programs can populate the OMB reporting template as well as produce reports

required by Congress, eliminating the need for states to enter this information in several different databases. EPA is also using this database to monitor states' progress and provide updates to Congress and the Administration.

EPA and the states continue to work every day toward ensuring that the CWSRF achieves all of the goals and requirements in the Recovery Act. The states are coordinating with communities and project engineers to verify that they are meeting all of the ARRA requirements, while at the same time continuing their efforts to award their non-ARRA CWSRF funds to projects in a timely manner.





# Case Studies of Successful State Implementation of ARRA

#### Early Planning Helps Maine Hit the Ground Running

Maine's CWSRF program began planning for the possibility of stimulus funding well before ARRA was passed. The CWSRF, which is jointly administered by the Maine Department of Environmental Protection (DEP) and the Maine Municipal Bond Bank, began reaching out to communities and consulting engineers as early as December 2008.

Based on this initial outreach to municipal licensed dischargers and consulting engineers, the DEP received more than 200 project proposals from 90 entities totaling over \$317 million. Maine was allotted approximately \$29.1 million in ARRA funds. The state developed ARRA project ranking criteria that first prioritized projects based on environmental benefits and then provided additional points for projects that could begin construction sooner. For example, a project that could begin construction in June 2009 would receive 31 percent additional points compared to a project beginning construction in March 2010. The state also offered interest-free loans to all ARRA borrowers plus principal forgiveness between 24 and 100 percent, based on user rate affordability.

As a result of its efforts, Maine had already signed six assistance agreements totaling \$14.9 million by June 30, 2009.

# Innovative Programs and Partnerships Advance New York's Green Project Reserve

The New York State Environmental Facilities Corporation (EFC) established a new program, the Green Innovation Grant Program (GIGP), to help provide ARRA funding to eligible Green Project Reserve projects. The EFC created a new category on its Intended Use Plan (IUP) for GIGP projects. New York's CWSRF program allocated more than \$35 million to the GIGP. GIGP funds were directed to eligible Green Project Reserve projects that were not previously listed on the state's

IUP, and these projects had to go through a separate application process. Applications were accepted through May 29, 2009.

Eligible GIGP applicants included municipalities, state agencies, private and not-for-profit organizations, school districts and water and conservation districts. To evaluate applications, the EFC considered criteria such as readiness to proceed to construction, reduction in energy and water use, green energy production, water reuse, project sustainability and innovation.



The EFC received 294 GIGP project applications, which were reviewed by an interagency panel that included representatives from the EFC, the New York State Department of Environmental Conservation, the New York State Department of Health and the New York State Energy Research and Development Authority. Projects selected for GIGP funding will receive ARRA grants for up to 90 percent of eligible costs, with the remaining ten percent being provided by local matching funds. Governor David A. Paterson praised the program and the response rate by saying, "The Green Innovation Grant Program represents a bold step in advancing the State's green economy. I am pleased with the enthusiastic response to this important program, which will spur creative innovations to help protect our magnificent rivers, lakes and streams, preserving clean water for future generations."

To advance its goal of ensuring that all CWSRF projects be efficient in their use of energy, the EFC also established an innovative partnership with the New York State Energy Research and Development Authority (NYSERDA), which manages the New York State Regional Greenhouse Gas Initiative. The partnership leveraged additional money for energy efficient improvements across the state. NYSERDA is also performing energy audits on all projects at publicly owned treatment works on New York's IUP to identify eligible green components of traditional wastewater infrastructure projects that would not have been identified otherwise. These improvements will be incorporated into the projects' financing packages.

#### Streamlining and Outreach Help West Virginia Meet its Goals

West Virginia's CWSRF program, administered by the West Virginia Department of Environmental Protection (DEP), began reaching out to communities and consulting engineers in December 2008 in anticipation of ARRA. As a result, the state was able to hit the ground running once the legislation passed on February 17, 2009. Within ten days, the DEP released a draft Intended Use Plan, which was then finalized on March 18, 2009. The state was awarded the majority of its \$61.1 million ARRA allotment by EPA on April 3, 2009, becoming one of the first states to receive the award.

West Virginia's CWSRF is also working closely with its partners to ensure that it can award the funds quickly. The state's Public Service Commission (PSC) regulates utility rates and must approve all water and wastewater infrastructure projects, including CWSRF projects, prior to signing financing agreements. The CWSRF and the PSC are working together to expedite the approval process. In addition, the West Virginia Infrastructure and Jobs Development Council brings together fund-

ing sources and recommends projects for funding. This partnership will allow the CWSRF to cofund a large percentage of its ARRA projects with other funding sources.

To further assist disadvantaged communities in West Virginia, the CWSRF is forgiving repayment of 50 to 100 percent of communities' ARRA financing agreements. In addition, using its authority to provide extended term financing to communities, the repayment period on the project financing is extended to 40 years, further reducing annual payments made by the assistance recipients.

#### Using ARRA to Replace Home Wastewater Systems in Ohio

Upgrade and replacement of failing home treatment systems is an important priority in Ohio. The CWSRF, managed by the Ohio Environmental Protection Agency and the Ohio Water Development Authority, reserved \$5 million of the state's \$220.6 million ARRA allotment for this purpose. They have named this reserve the "Home Sewage Treatment Reserve." Under this plan, CWSRF funds will be awarded to counties or municipalities, who will then provide funding to homeowners for upgrade and replacement of failing home systems. The local communities will be responsible for oversight of projects in their area.

Each participating homeowner will receive funding for 75 percent of the project from CWSRF ARRA funds and provide matching funds for 25 percent of the project. Repayment of the entire ARRA portion of the assistance will be eliminated under the principal forgiveness provisions of ARRA (as a result, homeowners essentially receive a 75 percent grant).

Ohio is using all ARRA funds for principal forgiveness assistance. Non-septic projects will receive ARRA funds, combined with base CWSRF program loans, in a ratio based on local income levels. Also, for many communities, the base CWSRF program funding is being offered at a zero percent interest rate. The state is also aiming to spread the funds to as many communities as possible.

#### Targeting Innovative Green Projects in Kansas

The Recovery Act requires that CWSRF programs award at least 20 percent of their allotment to green projects. The Kansas CWSRF program is taking this requirement one step further and seeking to not only exceed the 20 percent requirement but also promote "innovative green" projects. Roderick L. Bremby, Secretary of the Kansas Department of Health and Environment, which manages the state's CWSRF program, promoted the benefits and opportunities created by ARRA, saying "Clean water is essential to Kansas communities and the funding provided through the American Recovery Act will allow for projects to be built that might otherwise have taken years to come to fruition."

The state has set aside one-fifth of its \$35.4 million ARRA allotment and received over 60 applications for "innovative green" projects including wetland restoration, green roofs, rain gardens and other "soft-path" stormwater management projects. These projects will receive loans with 75 to 100 percent of the principal forgiven.

Kansas also sought out traditional green projects, which include energy efficiency, water reuse, and use of green energy technologies. The green components of these projects will receive 50 percent principal forgiveness. The remainder of the project funding, including the non-green components, will be in the form of a loan at the state's standard CWSRF interest rate.

To accomplish its goal, Kansas developed new project ranking systems for both traditional and innovative green projects. "Traditional green" projects receive additional priority points for each month sooner that they will be able to begin construction: projects beginning construction in April 2009 received 100 additional points, while those beginning construction in January 2010 will receive 10 points. "Traditional green" projects also receive additional priority points based on improved energy and water use efficiency. For example, a 50 percent reduction in total energy use at a wastewater treatment plant or sewage pumping station will receive 25 priority points and a 2 percent reduction in energy use will receive 1 priority point.

"Innovative green" projects are ranked separately based on the type of projects, anticipated water quality benefits, construction start date and the population benefiting from the project.

#### Expanded Outreach Results in Historical Funding Levels in Alaska

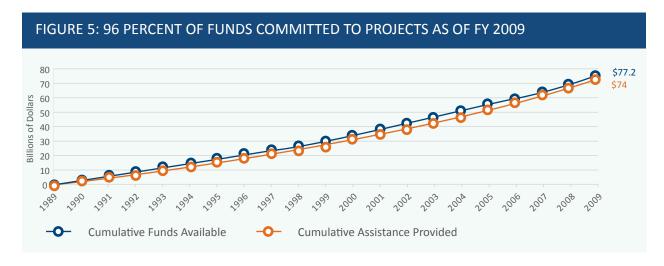
Alaska's CWSRF ARRA program is notable for the high level of community outreach that was conducted. First, the Alaska Department of Environmental Conservation developed a streamlined CWSRF ARRA loan application, which communities could complete electronically. In fact, communities could indicate their interest in ARRA financing through an online questionnaire as early as December 2008. In addition, to advertise the availability of ARRA funding, the CWSRF program reached out to all communities, including those that had never applied for CWSRF funds before. It also reached out to potential borrowers outside the traditional base, such as landfill operators and recycling facilities.

To further entice Green Project Reserve and nonpoint source projects to apply for ARRA financing, Alaska's CWSRF is offering 100 percent principal forgiveness (up to \$2.5 million) for those projects. ARRA point source projects will receive loans with 90 percent principal forgiveness and 10 percent financed at the program's standard loan terms, which is based on the length of the loan and municipal bond rates. Loan forgiveness is maximized at \$2 million for other projects that do not qualify for the Green Project Reserve.

As a result of its significant outreach efforts, Alaska expects to achieve historical funding levels in 2009 and 2010, and also fund several types of projects for the first time.



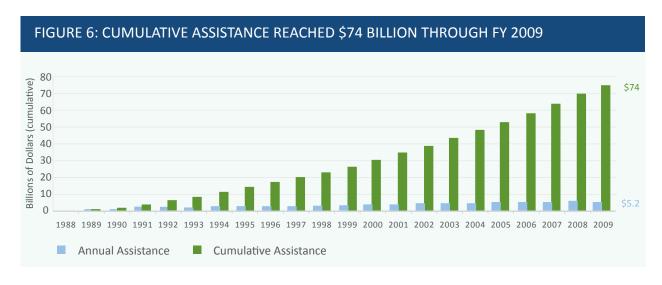
### CWSRF 2009 Performance Highlights<sup>5</sup>



#### SUCCESSFULLY DIRECTING FUNDS TO COMMUNITIES

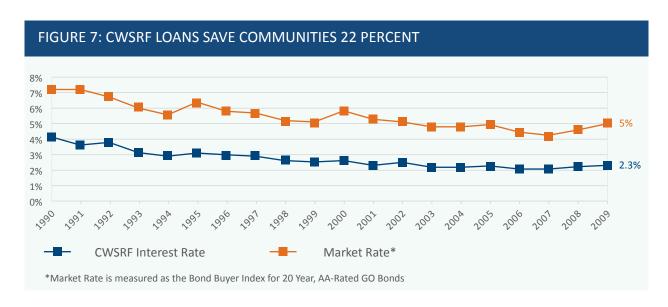
As Figure 5 demonstrates, state CWSRF programs have been very successful in directing funds toward projects that address pressing water quality problems. Through 2009, CWSRF programs have committed 96 percent of the \$77 billion in cumulative funds available. This strong rate of fund utilization demonstrates a high demand for CWSRF financing and is a direct result of the program's below market interest rates and flexible financing options, targeted marketing and outreach initiatives, and effective program management.

<sup>&</sup>lt;sup>5</sup> The 2009 Fiscal Year covers the period from July 1, 2008 through June 30, 2009. Data includes ARRA figures through June 30, 2009.



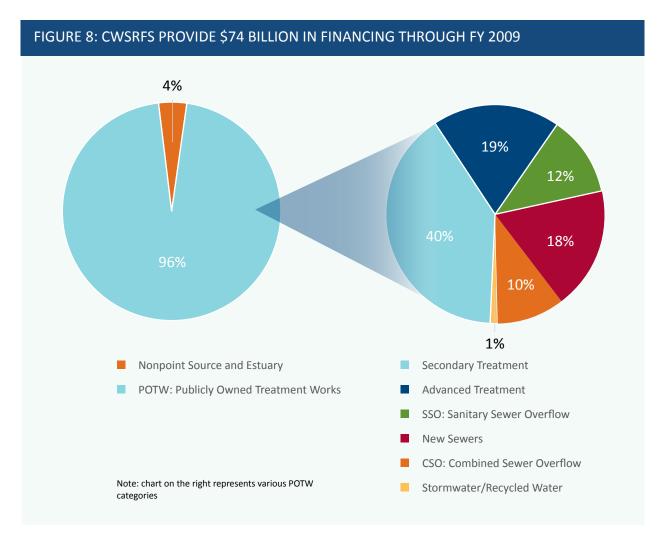
#### A CONTINUED SOURCE OF FINANCING

In FY 2009, the CWSRF funded over \$5.2 billion in projects, increasing cumulative assistance provided to \$74 billion. Of the \$5.2 billion in assistance provided, approximately \$430 million consisted of ARRA funds. Cumulative assistance will continue to grow as appropriations levels, interest earnings and loan repayments increase. In addition, states with high demand for CWSRF funds will continue to leverage by issuing revenue or general obligation bonds.



#### SAVING COMMUNITIES MONEY

According to a popular municipal borrowing index, the average municipal borrowing rate was 5 percent in 2009. By comparison, the average CWSRF loan had an interest rate of only 2.3 percent. Communities that borrowed from the CWSRF in 2009 saved an average of 22 percent over the life of a typical 20-year loan.

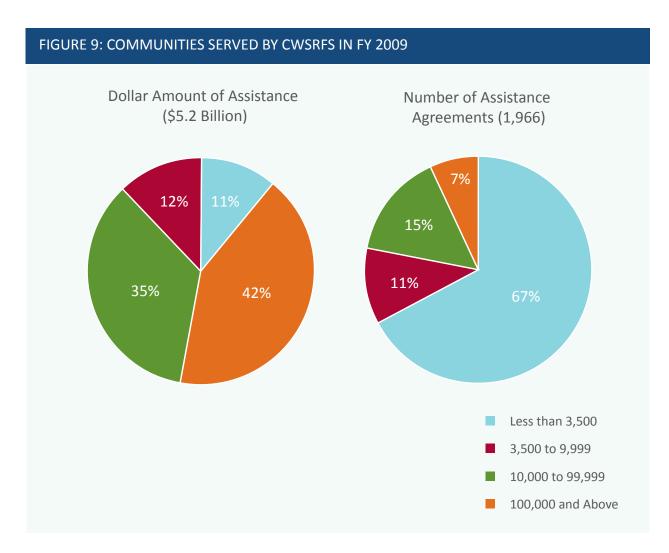


#### FUNDING A BROAD RANGE OF PROJECT TYPES

The CWSRF programs were designed to allow states the flexibility to fund projects based on water quality priorities. As a result, CWSRF programs can and do fund a wide range of project types each year. The CWSRF has cumulatively funded over \$70 billion in various types of POTW projects, including \$41 billion for secondary and advanced treatment facilities and \$29 billion for sewer construction. In addition, over \$3 billion in CWSRF funds has gone towards nonpoint source projects such as brownfield rehabilitation, sanitary landfills, onsite septic systems, hydromodification, agricultural best management practices and green stormwater infrastructure since the inception of the program.

In FY 2009, \$3 billion went to secondary and advanced treatment facilities, \$1.9 billion went to sewer construction, and more than \$167 million in funds were used for nonpoint source projects such as brownfield rehabilitation, sanitary landfills, hydromodification, onsite septic systems, agricultural best management practices and green stormwater infrastructure.

Similarly, \$412 million in ARRA funds went towards projects at publicly owned treatment works. Of this amount, \$163 million went to secondary and advanced treatment facilities, and \$248 million went towards sewer construction. An additional \$13.7 million in ARRA funds were used for nonpoint source projects.



#### SERVING COMMUNITIES OF ALL SIZES

The CWSRF provides funding to water quality projects in small, medium and large communities across the country. In FY 2009, 78 percent of all CWSRF assistance agreements, totaling approximately \$1.2 billion, were made with communities of fewer than 10,000 people. Large communities received a large amount of funding; nearly \$2.2 billion dollars went to communities with populations of 100,000 or more.<sup>6</sup>

Communities with populations below 10,000 people received over 50 percent of ARRA funding as of June 30, 2009. In fact, more than four in ten ARRA assistance agreements were in communities smaller than 3,500 people.

<sup>&</sup>lt;sup>6</sup> Population data was not reported for all of the financing agreements.

#### FIGURE 10: CWSRF PROGRAM RESULTS



Note: Graph represents the cumulative amount reported by states in the CWSRF Benefits Reporting System as of June 30, 2009, accounting for approximately 31 percent of cumulative CWSRF financing.

#### IMPROVING THE ENVIRONMENT

Projected environmental benefits information is available for \$23 billion in CWSRF funded projects. This information shows that these projects contribute significantly to the protection and restoration of rivers, lakes, and streams throughout the country. For example, over \$16 billion went to projects that positively affect aquatic life and wildlife, and over \$3 billion funded projects to protect and restore public drinking water supply.

#### **IMPACTING MILLIONS OF AMERICANS**

The CWSRF Benefits Reporting System demonstrates that CWSRF funded projects have improved water quality for millions of Americans. This includes improved access to water for recreational purposes for over 107 million people, improvements to water that supports fish and shellfish for consumption for 43 million people, and improved access to clean drinking water for more than 33 million people.



# State Agencies and EPA Regional Offices that Manage CWSRF Programs

The state CWSRF staff and EPA Regional Coordinators are responsible for the enormous success of the CWSRF program and ARRA. They work tirelessly every day to improve the program and maintain the high level of innovation that has characterized the CWSRF since the beginning. Without their efforts, none of the results and initiatives discussed in this report would have been possible.

Below is a list of state agencies and EPA Regional Offices.

#### EPA REGION 1 - BOSTON, MASSACHUSETTS

Connecticut Department of Environmental Protection

Connecticut Office of the Treasurer

Maine Municipal Bond Bank

Maine Department of Environmental Protection

Massachusetts Water Pollution Abatement Trust

Massachusetts Department of Environmental Protection

New Hampshire Department of Environmental Services

Rhode Island Clean Water Finance Agency

Rhode Island Department of Environmental Management

Vermont Department of Environmental Conservation

Vermont Municipal Bond Bank

#### EPA REGION 2 - NEW YORK, NEW YORK

New Jersey Department of Environmental Protection

New Jersey Environmental Infrastructure Trust

New York State Environmental Facilities Corporation

New York Department of Environmental Conservation

Puerto Rico Environmental Quality Board

Puerto Rico Infrastructure Financing Authority

#### EPA REGION 3 - PHILADELPHIA, PENNSYLVANIA

Delaware Department of Natural Resources and Environmental Control

Maryland Department of the Environment

Pennsylvania Infrastructure Investment Authority

Pennsylvania Department of Environmental Protection

Virginia Department of Environmental Quality

Virginia Resources Authority

West Virginia Department of Environmental Protection

West Virginia Water Development Authority
West Virginia Infrastructure and Jobs
Development Council

#### EPA REGION 4 – ATLANTA, GEORGIA

Alabama Department of Environmental Management

Florida Department of Environmental Protection

Georgia Environmental Facilities Authority

Kentucky Infrastructure Authority

Kentucky Division of Water

Mississippi Department of Environmental Quality

North Carolina Department of Environment and Natural Resources

South Carolina Department of Health and Environmental Control

South Carolina Budget and Control Board

Tennessee Department of Environment and Conservation

Tennessee Comptroller of the Treasury

#### EPA REGION 5 – CHICAGO, ILLINOIS

Illinois Environmental Protection Agency Indiana Department of Environmental Management Indiana Bond Bank

Indiana Finance Authority

Michigan Department of Environmental Quality

Michigan Municipal Bond Authority

Minnesota Public Facilities Authority

Minnesota Pollution Control Agency

Minnesota Department of Agriculture

Ohio Environmental Protection Agency

Ohio Water Development Authority

Wisconsin Department of Natural Resources

Wisconsin Department of Administration

#### EPA REGION 6 – DALLAS, TEXAS

Arkansas Natural Resources Commission Arkansas Development Finance Authority Louisiana Department of Environmental Quality

New Mexico Environment Department Oklahoma Water Resources Board

Texas Water Development Board

#### EPA REGION 7 – KANSAS CITY, MISSOURI

Iowa Department of Natural Resources
Iowa Finance Authority

Kansas Department of Health and Environment



Kansas Department of Administration

Kansas Development Finance Authority

Missouri Department of Natural Resources

Missouri Environmental Improvement and Energy Resources Authority

Nebraska Department of Environmental Quality

Nebraska Investment Finance Authority

#### EPA REGION 8 - DENVER, COLORADO

Colorado Water Resources and Power Development Authority

Colorado Department of Public Health and Environment

Colorado Department of Local Affairs

Montana Department of Environmental Quality

Montana Department of Natural Resources and Conservation

North Dakota Department of Health

North Dakota Public Finance Authority

South Dakota Department of Environment and Natural Resources

Utah Department of Environmental Quality

Wyoming Department of Environmental Quality

Wyoming Office of State Lands and Investments

#### EPA REGION 9 – SAN FRANCISCO, CALIFORNIA

Arizona Water Infrastructure Finance Authority

California State Water Resources Control Board

Hawaii Department of Health

Nevada Department of Conservation and Natural Resources

#### EPA REGION 10 - SEATTLE, WASHINGTON

Alaska Department of Environmental Conservation

Idaho Department of Environmental Quality

Oregon Department of Environmental Quality

Washington Department of Ecology

The state CWSRF staff and EPA Regional Coordinators are responsible for the enormous success of the CWSRF program and ARRA.





# PISCES AWARDS: Recognizing Exceptional State CWSRF Accomplishments

The 2009 PISCES Awards (Performance and Innovation in the SRF Creating Environmental Success) recognized states that have shown exceptional leadership and effectiveness in protecting water quality and financial integrity through the Clean Water State Revolving Fund program.

In 2009, a CWSRF PISCES Award was presented to one state from each of the 10 U.S. EPA Regions. These recipients of the fifth annual PISCES awards are examples of outstanding performance, creativity, and integrity in the CWSRF program. Winners were recognized and presented with their awards at the national SRF workshop hosted by the Council of Infrastructure Financing Authorities (CIFA) in Seattle, Washington in November, 2009.





#### **REGION 10: ALASKA**

The Alaska Department of Environment Conservation's CWSRF program implemented a highly effective outreach effort in anticipation of ARRA. In addition to its traditional borrower base, the CWSRF targeted disadvantaged communities, landfills, recycling facilities and non-traditional potential assistance recipients. As a result, Alaska will provide more CWSRF funding to communities this year than in any single prior year.

#### **REGION 9: HAWAII**

Improved outreach to Hawaii's four counties, lower interest rates and reduced fees have helped increase the CWSRF program pace from 68 to 97 percent in four years. In addition, the CWSRF, administered by the Hawaii Department of Health, is using ARRA funds to replace old existing pumps with energy-efficient pumps guaranteed to result in a 20 percent savings in energy costs at Maui's wastewater treatment system, and to install solar cells in Kauai's Waimea treatment facility to reduce the plant's energy costs.

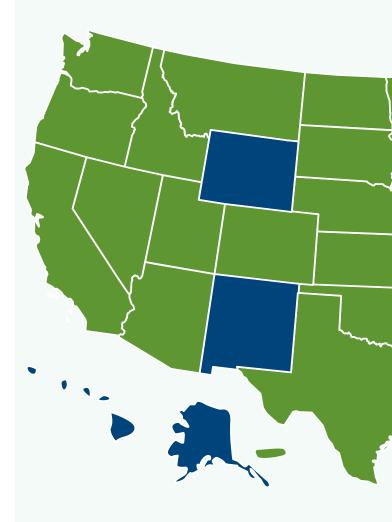
#### **REGION 8: WYOMING**

Over the years Wyoming's CWSRF program has developed an innovative partnership with the state to address groundwater remediation issues through their leaking underground storage tank removal program. Approximately 45 percent of Wyoming's CWSRF assistance has gone to removing leaking underground storage tanks to protect groundwater. The Wyoming Department of Environmental Quality and the Wyoming Office of State Lands and Investment, which jointly manage the CWSRF, also recognize that water efficiency has become more critical for wastewater utilities, particularly those in the West, and have identified and targeted numerous water reuse projects for CWSRF funding.

#### **REGION 7: IOWA**

Over the past several years, lowa's CWSRF, administered by the lowa Department of Natural Resources and the lowa Finance Authority, has greatly increased outreach to potential borrowers, consulting engineers, financial advisors and other stakeholders. These marketing activities have significantly increased demand for funds; program pace is at 104 percent as of the end of FY 2009. The lowa CWSRF also recently leveraged for the first time in several years.

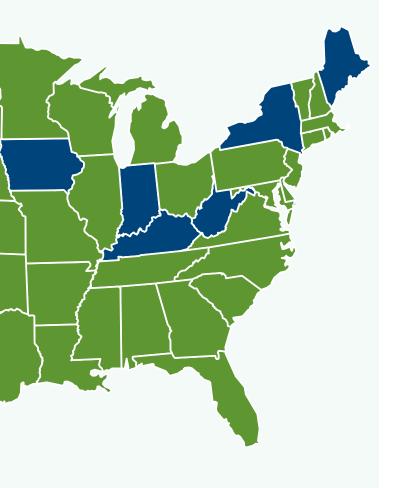
### 2009 Pisces A



#### **REGION 6: NEW MEXICO**

The New Mexico Environment Department employs a Community Services Coordinator in its CWSRF program. The Coordinator performs outreach to communities, manages the state's centralized application for all water and wastewater funding programs, and fosters coordination with other state and federal funding agencies. The CWSRF also participates in bi-weekly meetings with other infrastructure financing agencies to coordinate funding. These efforts have increased the marketability of the program and resulted in improved pace and increased transparency of the program's operations.

### ward Winners



#### **REGION 5: INDIANA**

The Indiana Finance Authority's CWSRF program partners with other state and Federal funding agencies to streamline the financing process and make more funds available for important water quality projects. It also partners with the Indiana Department of Environmental Management to use local pollutant load data to identify funding priorities and rank projects.

#### **REGION 1: MAINE**

Maine's CWSRF, administered by the Maine Department of Environmental Protection and the Maine Municipal Bond Bank, collaborates with federal and state financing programs to create affordable funding packages for communities. Such partnerships helped Maine be a leader in utilizing ARRA funds quickly.

#### **REGION 2: NEW YORK**

New York's CWSRF, a partnership of the New York State Department of Environmental Conservation and the New York State Environmental Facilities Corporation, directed a portion of its ARRA Green Project Reserve to green upgrades to traditional wastewater projects. It also worked with the New York State Energy Research and Development Authority and the New York State Regional Greenhouse Gas Initiative to leverage \$14 million in funding for energy efficiency improvements

#### **REGION 3: WEST VIRGINIA**

West Virginia more than doubled its cumulative amount of nonpoint source funding in only one year by using a watershed approach to funding point source and nonpoint source projects. The CWSRF, which is managed by the West Virginia Department of Environmental Protection, also partnered with the West Virginia Housing Development Fund to address failing on-site septic systems.

#### **REGION 4: KENTUCKY**

Kentucky's CWSRF, administered by the Kentucky Infrastructure Authority, partners with other financing agencies to reach more projects. It also uses a watershed approach to funding. These practices have allowed the state to fund innovative projects under the ARRA Green Project Reserve, including a terraced reforestation project and bio-energy management at a horse park.



#### 2009 Financial Performance Overview

The Clean Water Act requires an annual financial audit of the 51 state-level CWSRF programs. Each state and Puerto Rico conducts these audits according to the generally accepted auditing standards established by the Governmental Accounting Standards Board (GASB). States often define their CWSRF programs as ongoing enterprise funds under the GASB definitions of funds. The standardized financial statements used for CWSRF programs include the following:

#### STATEMENT OF FUND ACTIVITY

This statement provides an overview of major indicators of fund activity, including the major capitalization grant levels, project commitments, and project disbursements. Both annual and cumulative data are given.

# STATEMENT OF REVENUES, EXPENSES, AND EARNINGS

This statement describes the overall performance of the CWSRF fund over the reporting period.

#### STATEMENT OF NET ASSETS

This statement describes a fund's assets and liabilities through the end of the fiscal year. Assets include financial assets and capital assets; liabilities include both current and long-term liabilities. CWSRF fund assets include grant funds that have been drawn from the federal treasury to date, but do not include total grant awards.

#### STATEMENT OF CASH FLOWS

This statement provides a detailed accounting of the actual flow of cash into and out of the CWSRF fund.

Because the 51 constituent CWSRF programs are independent state-level entities, no nationally audited CWSRF program financial reports are available. However, using EPA's National Information Management System, national aggregate financial statements have been developed and are included in the following pages. The statements are best viewed as non-audited, cash flow-based financial reports.

Note: American Recovery and Reinvestment Act (ARRA) data as of June 30, 2009 are included in FY 2009 figures.

#### FINANCIAL STATEMENT HIGHLIGHTS

- Total assets increased by \$3.0 billion, a 5.4 percent increase from 2008.
- CWSRF program equity (net assets) totals \$35.5 billion, a 5 percent increase from 2008.
- Total program revenues exceeded expenses by \$1.7 billion, with interest earnings from loans and investments totaling over \$1.5 billion.
- Loan principal repayments to the CWSRF were \$2.6 billion.
- Leveraged bond proceeds added \$2.4 billion to program cash flow.

# CWSRF National Performance Summary (Millions of Dollars)

#### STATEMENT OF FUND ACTIVITY **Annual Fund Activity** FY 2009 FY 2008 % Change **Federal Capitalization Grants** 2,698 1,164.9 132% State Matching Funds 114.7 264.3 -57% New Funds Available for Assistance 7,222.7 4,987.0 45% Project Commitments (Executed Loan Agreements) 5,231.7 5,837.9 -10% -7% **Project Disbursements** 5,151.6 5,530.4 870.8 Cash Draws from Federal Capitalization Grants 1,176.2 -26% **Cumulative Fund Activity Federal Capitalization Grants** 28,830.4 26,132.4 10% State Matching Funds 5,571.5 2% 5,686.2 Funds Available for Assistance 77,188.4 69,965.7 10% Project Commitments (Executed Loan Agreements) 74,045.1 68,813.3 8% **Project Disbursements** 64,841.9 59,690.3 9% Cash Draws from Federal Capitalization Grants 4% 25,662.4 24,791.6

#### STATEMENT OF REVENUES, EXPENSES, AND EARNINGS

Operating Revenues	FY 2009	FY 2008	% Change
Interest on Investments	536.1	734.7	-27%
Interest on Loans	1,023.7	956.4	7%
Total Operating Revenues	1,559.8	1,691.1	-8%
Operating Expenses			
Bond Interest Expense	745.5	1,009.7	-26%
CWSRF Funds Used for Refunding	0.0	135.5	-100%
Amortized Bond Issuance Expense	14.7	14.4	2%
Administrative Expenses	41.8	43.7	-4%
Total Expenses	802.0	1,203.4	-33%
Nonoperating Revenues and Expenses			
Federal Contribution	870.8	1,176.2	-26%
State Contributions	68.2	205.7	-67%
Transfers from (to) DWSRF	1.7	(11.4)	115%
Total Nonoperating Revenues (Expenses)	940.7	1,370.4	-31%
Increase (decrease) in Net Assets	1,698.5	1,858.1	-9%
Net Assets			
Beginning of Year	33,800.5	31,942.4	6%
End of Year	35,499.0	33,800.5	5%

#### STATEMENT OF CASH FLOWS

Operating Activities	FY 2009	FY 2008	% Change
Cash Draws from Federal Capitalization Grants	870.8	1,176.2	-26%
Contributions from States	68.2	205.7	-67%
Loan Disbursements Made to Borrowers	(5,151.6)	(5,530.4)	7%
Loan Principal Repayments	2,597.6	2,301.2	13%
Interest Received on Loans	1,023.7	956.4	7%
Administrative Expenses	(41.8)	(43.7)	4%
Total Cash Flows from Operating Activities	(633.0)	(934.7)	32%
Noncapital Financing Activities			
Gross Leveraged Bond Proceeds	2,398.1	1,966.5	22%
Bond Issuance Expense	(18.7)	(20.4)	8%
State Match Bond Proceeds	46.5	58.6	-21%
Cash Received from Transfers with DWSRF	1.7	(11.4)	115%
Interest Paid on Leveraged and State Match Bonds	(745.5)	(1,009.7)	26%
CWSRF Funds Used for Refunding	0.0	(135.5)	100%
Principal Repayment of Leveraged Bonds	(1,055.3)	(953.9)	-11%
Principal Repayment of State Match Bonds	(69.8)	(76.3)	9%
Net Cash Provided by Noncapital Financing Activities	557.1	(182.1)	406%
Cash Flows from Capital and Related Financing Activities	0.0	0.0	
Investing Activities			
Interest Received on Investments	536.1	734.7	-27%
Deposits to Debt Service Reserve for Leveraged Bonds	(244.4)	(118.9)	-106%
Net Cash Provided by Investing Activities	291.7	615.8	-53%
Net Increase (Decrease) in Cash and Cash Equivalents	215.7	(500.9)	143%
Beginning Balance - Cash and Cash Equivalents	8,932.0	9,433.0	-5%
Ending Balance - Cash and Cash Equivalents	9,147.8	8,932.0	2%

#### STATEMENT OF NET ASSETS

ASSETS	FY 2009	FY 2008	% Change
Cash and Cash Equivalents	9,147.8	8,932.0	2%
Debt Service Reserve - Leveraged Bonds	7,458.6	7,214.2	3%
Loans Outstanding	42,357.0	39,803.0	6%
Unamortized Bond Issuance Expenses*	298.4	294.4	1%
Total Assets	59,261.7	56,243.7	5%
LIABILITIES			
Match Bonds Outstanding	545.4	568.6	-4%
Leveraged Bonds Outstanding	23,217.3	21,874.5	6%
Total Liabilities	23,762.7	22,443.2	6%
NET ASSETS			
Federal Contributions	25,662.4	24,791.6	4%
State Contributions	4,299.5	4,231.3	2%
Transfers - Other SRF Funds	(397.2)	(398.9)	0%
Other Net Assets	5,934.3	5,176.5	15%
Total Net Assets	35,499.0	33,800.5	5%
TOTAL LIABILITIES & NET ASSETS	59,261.7	56,243.7	5%

<sup>\*</sup>Unamortized Bond Issuance Expenses are costs that have been incurred but have not been fully recognized (amortized). These costs will be recognized (amortized) over time over the remaining life of the bonds outstanding, similar to a pre-paid expense, and consistent with GAAP



#### CWSRF Initiatives for FY 2010

In 2010, EPA will continue working with the CWSRF programs to expand assistance to non-traditional projects, such as stormwater management, clean energy, replacement of failing septic systems and cleanup of contaminated sites. In addition, EPA will also continue its existing projects to maximize the benefits of the CWSRF program and promote professional development. The initiatives include:

# PARTNERSHIP FOR SUSTAINABLE COMMUNITIES

On June 16, 2009, EPA, the Department of Transportation (DOT) and the Department of Housing and Urban Development (HUD) announced an exciting new partnership. The HUD-DOT-EPA Interagency Partnership for Sustainable Communities is an innovative collaboration between the three agencies with the goal of coordinating federal investments in housing, transportation, clean water and other infrastructure elements to protect the environment, promote equitable development, discourage sprawl and address climate change. As EPA Administrator Lisa Jackson noted in her June 16, 2009 address to Congress, "As part of our partnership with DOT and HUD, we will

work with states and tribes to harmonize water infrastructure investments with transportation and housing investments to promote smarter growth."

The Clean Water State Revolving Fund will play a critical role in the Partnership for Sustainable Communities. The partnership will build on the significant flexibility of state CWSRF programs to direct funds to important sustainable infrastructure priorities. New Jersey's CWSRF program, for example, has a history of providing financial incentives for projects that promote smart growth. Wastewater, stormwater and nonpoint source projects in urban centers and mixed-use developments in New Jersey can obtain financing at lower interest rates than the state's typical CWSRF rates. The Partnership for Sustainable Communities will encourage states to incentivize projects that implement sustainable management practices.

EPA will be sponsoring a CWSRF Pilot Program for Sustainable Communities. Under this program, several states will receive technical assistance from EPA to modify or expand their CWSRF programs to encourage development under the principles of

the Partnership for Sustainable Communities. The goal is to use the results and lessons learned from the pilot program to promote more widespread adoption of practices that encourage states to reinvest in their existing infrastructure systems. At the conclusion of the pilot program, EPA will publish a best practices guide for CWSRF programs who wish to adopt the principles of sustainable development.

- The Green Project Reserve, introduced into the CWSRF program by ARRA, has been extended to the 2010 CWSRF appropriation. As a result, 20 percent of the funding provided by the 2010 appropriation will be directed to green infrastructure, water or energy efficiency improvements or other environmentally innovative activities. Many states used this opportunity under ARRA to fund projects that promote low-impact development and prevent stormwater runoff – important aspects of sustainable communities.
- In order to help ensure that projects funded with federal CWSRF funds are sustainable, EPA will also be working with states and utilities to develop guidance that describes the elements of a system-wide planning process and a series of best practices for potential CWSRF funding recipients. These practices will help potential recipients inventory, assess and characterize their critical infrastructure assets, ensure that the necessary pricing structures are in place to operate and maintain these assets, and establish, where appropriate, collaboration, partnership, or restructuring relationships with higher capability entities.

#### CHESAPEAKE BAY MEETING

EPA will host a meeting in 2010 with states within the Chesapeake Bay watershed to discuss the role of the CWSRF in protecting and restoring the Bay. State CWSRF managers and staff will discuss the types of projects they are



already funding to achieve this goal, including examples of ARRA-funded projects that can be easily replicated in other states. The use of CWSRF eligibilities that are not currently utilized, as well as strategies for implementing these eligibilities (such as inter-state lending opportunities) will also be discussed.

## CWSRF FINANCIAL MANAGEMENT AND OVERSIGHT

With over \$77 billion in funds available for loans, states and EPA devote a significant amount of energy to ensuring adequate oversight and management of CWSRF financial resources. In 2010, EPA will assist these efforts through activities such as the following:

- In 2009, EPA held a successful workshop on oversight and management of the CWSRF programs for new federal employees. In 2010, EPA will follow up that successful event with a new EPA employee workshop on SRF financial management practices. The workshop will cover transaction testing, audits, leveraging and other topics.
- EPA will continue development of the CWSRF Financial Accreditation Program, which aims to ensure that state and EPA staff is knowledgeable of financial management requirements, processes and statutes. The Accreditation Program consists of a series of open book exams on topics such as cash draws, audits and municipal finance.

# EXPANDED CWSRF MARKETING AND OUTREACH

Marketing and outreach are essential elements of the continued success and growth of the CWSRF programs. EPA will continue to work on enhancing outreach efforts in the next year with various tools:

- ARRA brought with it a focus on "green" projects, due to a requirement to use 20 percent of the capitalization grant for green infrastructure, water or energy efficiency improvements or other environmentally innovative activities. This requirement is also included in the CWSRF's FY 2010 appropriations. EPA will continue working with states on meeting this requirement, providing numerous case studies of successful projects, and working with stakeholders to encourage effective use of the Green Project Reserve.
- EPA's biannual newsletter, SRFs Up, has been a successful tool to provide information on new developments and innovations in the CWSRF. It has been used to highlight creative practices, showcase innovative projects and discuss developments in Washington D.C.
- CWSRF Activity Updates provide more extensive case studies and analyses of financial and programmatic innovations implemented throughout the country. For example, in 2009, EPA published an activity update on using geographic information systems technology to achieve CWSRF program goals. Activity updates will be developed in 2010 to highlight other compelling topics.
- The Financing Alternatives Comparison Tool (FACT) allows users to compare the true costs of different financing options. It has been used successfully in several states to help communities determine their most cost-effective financing options. EPA will



be releasing a simplified version of FACT, referred to as FACT-Lite, to streamline the data entry requirements and open up the tool to a wider audience.

# ENHANCING CWSRF PERFORMANCE AND OVERSIGHT

EPA and states conduct a significant amount of oversight of programs and projects. ARRA has introduced new challenges to these processes. In 2010, EPA plans to conduct the following activities:

- EPA has long performed annual reviews of state procedures and transactions. In 2009, due to the greater capitalization amount, the CWSRF ARRA funds will undergo reviews bi-annually. These reviews will continue through 2010. In addition, EPA will maintain its practice of evaluating EPA Regional Offices in 2010.
- The Benefits Reporting System has become an invaluable tool to demonstrate the positive water quality and public health impacts of CWSRF projects. In 2010, EPA will continue to refine and enhance this reporting tool.

#### CWSRF AT-A-GLANCE

#### FUNDS AVAILABLE FOR PROJECTS ASSISTANCE PROVIDED TO PROJECTS

FUNDS AVAILABLE FOR PROJECTS			ASSISTANCE PROVIDED TO PROJECTS			
(Billions of Dollars)	2009	1998- 2009	(Billions of Dollars)	2009	1998- 2009	2009 ARRA
Total Funds	7.2	77.2	Total Project Type	5.2	74.0	0.43
Federal Cap Grants	2.7	28.8	Wastewater Treat-	5.0	70.3	0.41
State Match	0.11	5.7	ment			
Net Leveraged Bonds	2.2	24.6	Nonpoint Source	0.2	3.0	0.02
Net Loan Principal Repaid	1.5	13.2	Not Classified	0	0.7	0
Net Interest Earnings	0.8	6.3	Total Population	5.2	74.0	0.43
Net Transfers with	0.002	(0.3)	Served			
DWSRF			<3,500	0.6	7.9	0.11
Less Administration	(0.1)	(1.1)	3,500-9,999	0.6	8.8	0.11
Number of Loans: 2009 = 1,971; Total = 24,688		10,000-99,9999	1.8	25.0	0.16	
		100,000-and Above	2.2	32.3	0.05	
Return on Federal Investment = 2.53		Wastewater	5.0	70.3	0.41	
SRF Assistance As % of Funds Available =		Treatment				
96%		Secondary Treat-	1.8	28.0	0.13	
Interest Rate in 2009 = 2.3% (Market=5%)		ment				
·		Advanced Treat-	1.3	13.1	0.03	
27 States Leverage; 21 Issue Match Bonds		ment	0.5	0.2	0.07	
42 States Fund Nonpoint Source Projects		SSO Correction	0.5	8.3	0.07	
20 States Use Integrated Priority Systems		New Sewers	0.7	12.8	0.13	
30 States Use Integrated Priority Systems		CSO Correction	0.5	7.2	0.02	
48 States Conduct Separate Audits		Storm Sewers	0.1	0.5	0.02	
40 States Fund Separate Grant / Loan Programs  Recycled Water 0.1 0.4 0.01					0.01	



# For more information about the Clean Water State Revolving Fund, please contact:

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